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Annex B

Statistics Concerning Fulfillment of CIA Requirements for Field  
Collection by the Department of State

1. Between 18 August 1948 and 1 March 1949, ORE submitted 63 requests for information from the field that were routed to the Department of State for collection action. (Between 1 March 1949 and 25 May 1949, at least 34 additional requests were submitted, but since only five of them had been sent to the field by State by 25 May, it was believed advisable to limit the sample to the period indicated since it is possible that some factors unknown to CIA made the recent performance by State particularly inadequate.) It is believed that the sample chosen gives an indication of the ineffectiveness of the present system of assigning collection responsibility to agencies over which CIA does not have adequate control.
2. Of the 63 requests, ORE has been furnished complete data by OCD on 52 cases. All that is known about the other 11 is that they have not been fulfilled by specific reply from the field.
3. Of the 52 cases for which data is complete, 13 cases or 25% were not sent to the field by the Department of State.
4. The average time elapsed in processing the remaining cases in the Department of State before sending them to the field for collection action was 25 days. Of the 52 cases, 7 were classed by ORE as "Urgent". Of the Urgent cases, one was not sent to the field and the average processing time for the remainder was slightly over 13 days. The shortest time elapsed for an Urgent case was one day and the longest time was 41 days.
5. In 31 cases it was indicated that there was "great" need for the answer. Of these cases 10 (or 32%) were not sent to the field and the remainder spent an average of 31 1/2 days in the Department of State before being transmitted to the field.
6. Fourteen cases were listed as routine. Two of them were not sent to the field and the remainder averaged 20 1/2 days in the Department of State before being transmitted to the field. It is interesting to note that the "routine" cases generally received quicker handling than those cases for which a "great" need was indicated.
7. While in many cases it is difficult or impossible to tell if a dispatch from the field is in reply to a CIA request, ORE was able to identify 15 cases (or 28%) that appear to have been answered partially.

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at least, as a direct result of one of these CIA requests. In the remaining cases that were partially answered it appears that the reports were prepared as a result of spontaneous field action and not as a result of CIA requests.

8. In recapitulation, it appears from this 6 1/2 month sample that, of requests sent to the Department of State for collection action:

- 25% are not sent to the field,
- 28% result in some sort of specific response, and
- 47% are sent to the field but do not affect collection.

It is also pointed out that:

- (1) CIA has no means of enforcing action by State
- (2) CIA has no way of checking on the action by State field collectors without going through the same cumbersome machinery responsible for the initial failures.
- (3) Even when a report is prepared in direct response to a CIA request it is frequently inadequate and cannot be clarified or enlarged upon without going through the same time-consuming procedures.
- (4) Many requirements are overtaken by events and are closed without ever being acted upon.
- (5) Analysts have learned through bitter experience that few results are to be expected from collection requests (about one answer in four requests). Therefore, many analysts are reluctant to take the time and energy needed to formulate their requirements for information needed to produce national intelligence.

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